

I. PURPOSE

The Durham / Durham County Emergency Operations Plan (EOP) has been developed to address potential hazards that threaten the County and the City of Durham, North Carolina and establishes the actions required of government, public agencies and private organizations of Durham / Durham County to reduce the risk to people and property. This plan establishes an effective and coordinated response to the occurrence of an emergency or disaster.

While specific hazards may be listed in the plan, its global concept is to handle all emergencies that may arise due to natural, technological, manmade or national security incidents.

The format of this EOP is similar to that of the State of North Carolina and is in accordance with National Incident Management System (NIMS) guidelines. While the specific sections do not match exactly those of the State and Federal plans, it does provide for the needs of the City and County of Durham.

This EOP encourages an integrated emergency management approach to disasters and potential hazards using the National Incident Management System (NIMS) which has been adopted by both Durham County and the City of Durham. Prompt, efficient and coordinated response operations by key elements and agencies is required.

This Emergency Operations Plan replaces all pre-existing City and County Multi-Hazard Plans or Emergency Operations Plans.

II. SITUATION AND ASSUMPTIONS

A. Situation

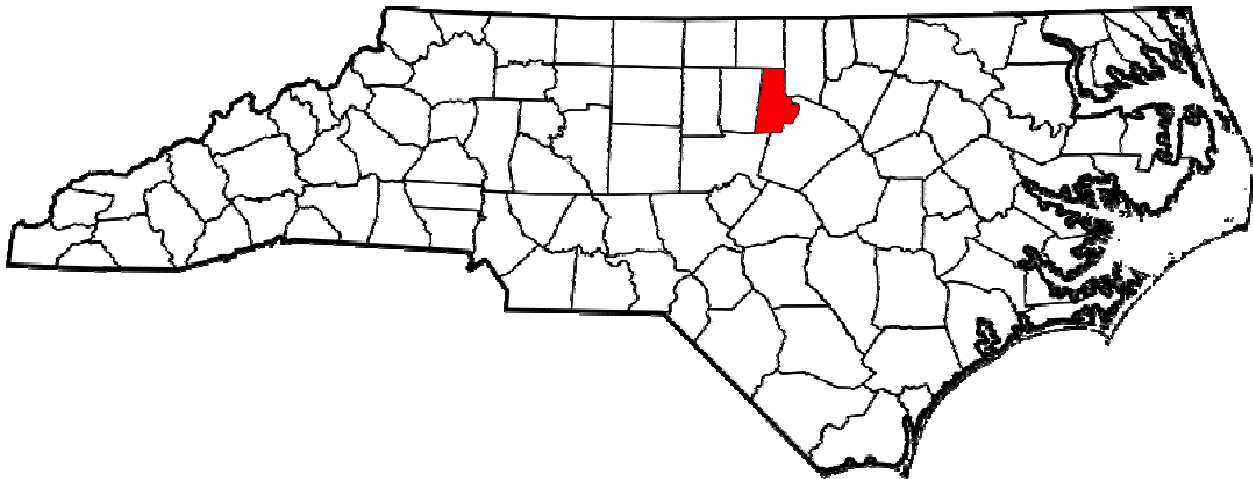
1. Geography and Economics

Durham County is located in the northern piedmont region of North Carolina, contiguous with Person County to the north, Chatham County to the south, Wake and Granville Counties to the east, and Orange County to the west. Designated as North Carolina Emergency Management Central Branch, Area 10, FEMA Region

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IV. Durham County is 290 square miles in size with a population of 267,587 (2010 census estimate, U.S. Census Bureau).

The economy is comprised mainly of business and industry with some agriculture. The Research Triangle Park is located in Durham County offering pharmaceutical, chemical, agricultural, and high technology research, development and production facilities.



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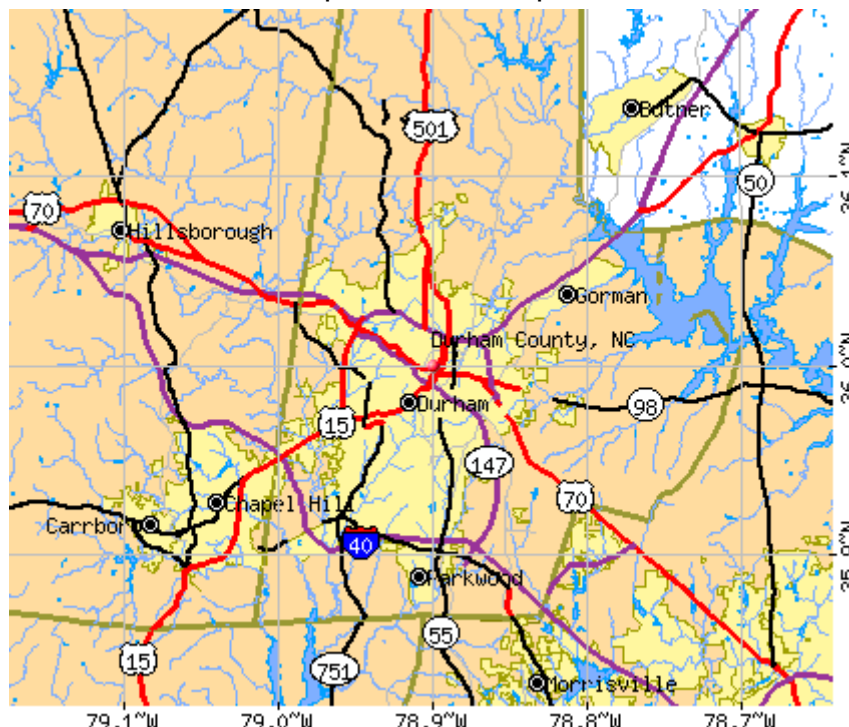
2. Transportation and Roads

The Raleigh Durham International Airport (RDU) serves Durham and surrounding counties. It is an international hub, capable of handling all types of commercial and military aircraft. A National Guard Air Station is also located at RDU. Durham County is in the arrival and departure flight patterns of RDU.

Lake Ridge Aero Park is a private airport located east of the intersection of Redwood Road and I-85.

Major traffic routes are I-85, I-40, I-540, US 15-501, US 501, US 70, and NC Highways 54, 55, 98, 147, and 751. Norfolk Southern and CSX railroads have daily traffic through the city and county. Several bridges provide key access to Durham County: I-85 crosses Falls Lake, I-40 crosses New Hope Creek, and US 501 crosses the Eno and Little Rivers.

Interstate and highway routes in Durham County would be used by other counties during severe weather evacuations or during an emergency at the Harris Fixed Nuclear Facility located in Wake County. The NC DOT Division of Highways maintains public roadways, except in the City of Durham where the City of Durham Public Works Department is responsible for road maintenance.



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3. Hazards

Durham / Durham County are exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. Potential hazards (natural, manmade, technological, and national security) are:

- a. Major Fires
- b. Floods / Dam Failure
- c. Severe Storms
- d. Winter Snow / Ice Storms
- e. Hurricanes / Tornadoes/ Wind Storms
- f. Drought
- g. Earthquake
- h. Mass Casualty / Fatality
- i. Hazards Materials
- j. Fixed Nuclear Facility (Ingestion pathway)
- k. National Security Emergency
- l. Civil Disorder
- m. Sabotage/ Terrorism/ Weapons of Mass Destruction
- n. Transportation Incidents (Roads, Rail and Air)
- o. Public Utility Damage or Failure (Phone, Electricity, Water, Sewer, etc.)
- p. Public Health Threats

B. Assumptions

- 1. It is necessary to plan for and carry out disaster response and short term recovery operations using local resources. Mutual aid agreements and understandings with outside counties and agencies must be in place for those emergencies or disasters that could potentially overwhelm local government resources. Procedures to ensure the continuity of government are established, to include: depth of staffing, lines of succession, and method of operations.
- 2. Emergency Response / Recovery forces and others tasked in this Emergency Operations Plan are aware of their responsibilities as it relates to the execution of this plan during the occurrence of an emergency or disaster.

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3. Implementation of this plan will reduce, or prevent, the loss of lives and property.
4. Public information is available to prepare citizens for an emergency or disaster.
5. The Emergency Operations Center will be activated at the threat or occurrence of a major emergency or disaster and will serve as the County and City direction and control point during a severe emergency or disaster.
6. Emergency operations and coordination at all levels of government will be carried out according to established plans and procedures.

III. CONCEPTS OF OPERATIONS

A. General

1. As required by General Statute 166A-2, it's the responsibility of the City and County governments to organize and plan for the protection of life and property from the effects of hazardous events or disasters.
2. Direction and control for typical day-to-day operations will be the responsibility of the agency in accordance with local ordinances, policies and procedures.
3. Planning and training are integral parts of emergency and disaster preparation and will be carried out to ensure effective emergency operations. Homeland Security Directive 5 (HSPD-5) Management of Domestic Incidents calls for the establishment of a single, comprehensive National Incident Management System (NIMS). NIMS is a system that improves response operations through the use of the Incident Command System (ICS) and other standard procedures and preparedness measures. It also promotes development of multi-jurisdictional, statewide and interstate regional mechanisms for coordinating incident management and obtaining assistance during large-scale or complex incidents. NIMS was adopted by Durham County October 24, 2005 (Annex A) and will be used for all incidents and multi-agency responses.

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4. The types of facilities vital to the operation of the City and County governments and emergency operations have been identified. These facilities will be given priority for restoration of services (Annex B).
5. The Emergency Operations Center will be activated by the Emergency Management Division when any of the following occur:
 - a. A situation exists that threatens or is perceived to threaten the life or health of the general public.
 - b. There is an extensive multi-agency response to an emergency or disaster.
 - c. Local resources are likely to be depleted and significant mutual aid resources must be utilized.
 - d. There is an immediate need to establish control and restore normal operations in the County or City.

Deactivation will occur when the activation level of the Emergency Operations Center returns to Level 5 as determined by the Emergency Management Division.

6. The type of incident, agencies involved, objectives, strategies and magnitude of the emergency will determine the agencies represented in the Emergency Operations Center (EOC) and the specific function of the EOC as either the Incident Command Post (ICP) or Multi Agency Coordination (MAC) Center.
7. Personnel assigned to the EOC from any agency must have the authority to commit their agency's resources and authorized expenditures for the response and recovery efforts.
8. If the primary EOC is or becomes unusable, the EOC staff will relocate to the alternate EOC at Durham Fire Headquarters located at 2008 East Club Boulevard.
9. Once the EOC is activated or activation appears imminent, the Emergency Management Director, or designee, will notify North Carolina Emergency Management, Central Branch Office.

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10. Local government and response agencies will continuously strive to implement measures that will prevent or minimize the impact of potential disasters or emergencies.
11. Mutual Aid agreements between local agencies and other cities and counties are essential if incidents occur that overwhelm the local government.
12. It is the responsibility of the elected officials and the Durham County and Durham City Agency Administrators to ensure that all legal documents of both public and private nature be protected and preserved in accordance with existing laws, statutes, and ordinances.
13. Termination of a State Emergency shall be declared by the same authority as it was proclaimed.
14. Recovery operations will proceed as described in the EOP with the associated standard operating procedures and guidelines, and in accordance with State and Federal plans and policies.
15. Following any major emergency or disaster, an after action debriefing will be held to evaluate the response of all participants to the incident. The debriefing will include the following:
 - a. Damage survey report
 - b. Interagency cooperation
 - c. Unmet needs
 - d. Mitigation of potential problems
 - e. EOP revision, if needed (including training, planning, funding, etc.)
16. Mitigation funding may be available from State and Federal governments after a disaster declaration. Application for these funds will be handled by the assigned Durham County or Durham City agency as directed by the Durham County or Durham City Managers.

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B. Emergency Operations Center (EOC)

1. Activation Levels – the Emergency Operations Center will be activated or de-escalated by the Emergency Management Agency to the level dictated by the situation and protocol.

Level 5 - Normal day-to-day operations. The EOC is not activated. The Emergency Management personnel / Fire Marshal on call will provide 24 hour coverage.

Level 4 – Any disaster or emergency that is likely to be within the capabilities of local government and results in only minimal need for state assistance. The EOC may be activated and staffed with only Emergency Management personnel.

Level 3 – Any disaster or emergency that is likely to require the assistance of several State agencies. All local essential services function agencies are alerted; however, the EOC is activated and staffed with only Emergency Management personnel and essential local agencies.

Level 2 – Any disaster or emergency that will require large scale local response, large scale State assistance and possibly Federal assistance in recovery. The EOC is fully activated with 24 hour staffing from all local response and support agencies.

Level 1 – Any disaster or emergency that requires continued involvement of all local emergency response and support agencies, and will require State assistance and Federal assistance in conjunction with the activation of the National Response Framework (NRF) with deployment of Federal Emergency Response Teams. The EOC is fully activated with 24 hour staffing by all local emergency response and support agencies, and State and Federal agency representatives as required.

2. When the Emergency Operations Center (EOC) is activated, response/recovery forces, agencies, and individuals tasked in the Emergency Operations Plan (EOP) will send representatives to the EOC to perform their respective tasks as identified in the EOP. Representatives will have the authority to commit resources and

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authorize expenditures for their agency. Each agency should have personnel identified and dedicated to staff the EOC 24 hours a day, 7 days a week throughout an activation.

3. The EOC will be staffed and operated as determined by each incident. When activated, the local government, private sector, and volunteer organizations will provide information, data, and recommendations to Incident or Unified Command and General Staff to support operations.
4. When disaster or emergency develops, the senior elected officials (or designee) may declare a State of Emergency for their respective jurisdictions (in accordance with Article II of the Durham / Durham County Emergency Management Ordinance), in part or in whole, and begin implementing the necessary emergency procedures.
5. The County and City Managers (or designee) and the Emergency Management Director (or designee) will coordinate the critical resources required and provide conflict resolution for policies and procedures between responding agencies for all incidents and events when the Emergency Operations Center is activated.
6. Local government agencies that require the assistance of other local agencies that are beyond the scope of normal daily operations and mutual aid, shall route the request through the Durham EOC during emergency response.
7. If local government agencies and resources are overwhelmed during emergency or disaster operations, request for assistance will be made in accordance with existing mutual aid agreements and understandings, and in accordance with the North Carolina EOP and the National Response Framework (NRF).
8. Emergency information will be relayed to the public by the Joint Information Center (JIC), Durham County or City Public Information Office, or the assigned Public Information Officer.

C. Phases of an Emergency:

Preparedness – Activities that facilitate disaster response to save lives and limit damage. This includes developing shelter and evacuation plans,

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establishing warning and communication systems, training emergency responders and conducting exercises.

Response – Actions which occur immediately before, during, or directly after an emergency or disaster. This includes lifesaving actions such as the activation of warning systems, manning EOCs, implementation of shelter or evacuation plans and search and rescue.

Recovery – The development, coordination, and execution of service and site restoration plans; the reconstruction of government operations and services; individual, private sector, nongovernmental, and public assistance programs to provide housing and to promote restoration; long term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of incident to identify lessons learned; post incident reporting; and development of initiatives to mitigate the effects of future incidents. Short term recovery returns vital life support systems to minimum operating standards. Long term recovery may continue for a number of years after a disaster and seeks to return life to pre-disaster levels.

Mitigation – A deliberate and concerted preparation directed towards the elimination or reduction of disaster occurrences or disaster effects. Mitigation includes such actions as land use management, safety codes, building specifications, flood proofing and general public information.

D. Federal / State / Local Interface

When a disaster overwhelms the capacity of state and local governments, resources of federal departments and agencies may be needed. All parties must understand the process of requesting and obtaining these federal resources.

The National Response Framework (NRF) establishes the basis for fulfilling the Federal government's role in providing response and recovery assistance to a state and its affected local governments impacted by a significant disaster of any kind which results in a required federal response.

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Under the NRF, departments and agencies having various authorities and resources have been assigned primary and support agency responsibilities for various Essential Service Functions.

Under the provisions of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, a Federal Coordinating Officer will be appointed as the President's representative to coordinate overall delivery of federal assistance. Federal departments and agencies have been assigned missions to provide assistance directly to the State, under the overall direction of the Federal Coordinating Officer.

Local governments will use their normal channels for requesting assistance and / or resources, i.e. through the Area Emergency Management Office to the state Emergency Management Operations Center. If the State resources have been exhausted, the state will be responsible for provisions of needed resource(s) using the Essential Service Functions as described in the National Response Framework.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Organization

Most departments within local government have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining their own Standard Operating Procedures (SOPs) for their assigned emergency responsibilities. Responsibilities for organizations which are not part of local government are also presented.

A fully staffed operational Emergency Operations Center will be organized as follows:

1. Agency Administrators and Elected Officials – responsible for approval of policies and strategies, overall direction and control of emergency operations, Emergency Operation Center functions and approval of emergency public information releases. Made up of County and City Managers, Commissioners Chairperson, and City Mayor. The County and City Attorneys and Public Information Offices operate at the discretion of their respective Managers.

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2. Operations Section – responsible for direction and control for all emergency operations. Made up of Emergency Management Director or designee (acting as Operations Section Chief), department heads or designated representatives of the response and support agencies (Law Enforcement, Fire, EMS, Public Works, State, etc.).
3. Planning Section – responsible for determining the immediate effects of emergency disaster and compiling data for response and recovery actions. Made up of Emergency Management Director or designee (acting as Planning Section Chief), department heads or designated representatives of the response and support agencies (Law Enforcement, Fire, EMS, Public Works, State, etc.), the Damage Assessment Team (Real Estate, Tax Assessor – Damage Assessment Officer, Engineering, Inspections, etc.) and Radiological Officer (if needed).
4. Logistics Section – responsible for obtaining resources for emergency operations. The Logistics Section will act as the liaison between local government and the private sector. Made up of Emergency Management Director or designee (acting as Logistics Section Chief), and appropriate departments, depending upon the situation.
5. Finance Section – responsible for the cost analysis and accounting of all emergency expenditures. Made up of Finance, Audit and Purchasing Officers from the County and / or City.

B. Assignment of Responsibilities

An emergency or disaster does not negate the daily operational responsibilities or roles of any government or emergency response agency, but adds activities necessary to preserve and protect life and property.

General responsibilities of all government personnel or emergency responders include but are not limited to:

1. Attend disaster training that ensures all personnel are trained to at least the minimum NIMS standards for emergency response.

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2. Maintain daily log of disaster response activities and time. The time spent providing disaster services may be eligible for State and Federal reimbursement. Precise information is essential to meet the FEMA requirements for reimbursement.
3. Be familiar with departmental, divisional or agency standard operations plan and your responsibilities during an emergency or disaster.
4. Support respective County or City Continuity of Operations Plans.
5. Emergency Support Functions (ESF) Annexes and the departments assigned to each ESF are outlined below. Assigned responsibilities of each group are described in the corresponding ESF annex.

ESF 1: Direction and Control

- a. Chairperson of the County Board of Commissioners
- b. Durham City Mayor
- c. Durham County Manager
- d. Durham City Manager
- e. Durham Emergency Management Director
- f. Durham County Attorney
- g. Durham City Attorney
- h. Durham County Public Information Office
- i. Durham City Public Information Office
- j. Durham County Finance
- k. Durham City Finance
- l. Durham County Audit
- m. Durham City Audit Services
- n. Durham County Department Heads
- o. Durham City Department Heads
- p. Designees of all aforementioned positions

ESF 2: Communications

- a. Office of the Sheriff of Durham County -
Communications Division
- b. Durham County Information Technology
- c. Durham Emergency Communications Center (911)
- d. Durham City Communication Maintenance Division
- e. Durham City Technologies Solutions Department
- f. Durham Amateur Radio Emergency Services (ARES)

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ESF 3: Public Works

- a. Durham City Fleet Maintenance
- b. Durham County General Services
 - Building Division
 - Grounds Division
 - Solid Waste / Litter Control
 - Road Identification
 - Pest Control / Mosquito Program
- c. Durham City General Services
 - Facility Operations Division
 - Landscaping Services Division
 - Project Management
 - Real Estate Division
 - Urban Forestry Division
- d. Durham City Public Works
- e. Durham City Transportation
 - Traffic Operations
 - Transit Authority
 - Transportation Planning
- f. Durham City Solid Waste Management
- g. Durham City Water Management
 - Water and Sewer Maintenance Division
 - Water Treatment Division
- h. Durham County Engineering

ESF 4: Fire and Rescue

- a. Durham County Fire Departments
 - Bahama Volunteer Fire Department
 - Bethesda Volunteer Fire Department
 - Lebanon Volunteer Fire Department
 - Parkwood Volunteer Fire Department
 - Redwood Volunteer Fire Department
- b. Durham City Fire Department
- c. Durham County Fire Marshal's Office
- d. Durham City Fire Marshal

ESF 5: Public Information and Warning

- a. Durham County Public Information
- b. Durham City Public Information Office

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- c. Durham Emergency Communications Center
- d. El Centro Hispano
- e. Designees of the aforementioned agencies
- f. Public Information Officers assigned by the Incident Commander or Direction and Control Group

ESF 6: Shelter and Mass Care

- a. American Red Cross
- b. Durham Public Schools
- c. Durham City Parks and Recreation Department
- d. Durham County Department of Social Services
- e. Durham County Public Health Department
- f. Durham County Emergency Medical Services (EMS)
- g. El Centro Hispano
- h. Salvation Army
- i. Community supported shelter groups
- j. Duke Hospital
- k. Durham Regional Hospital
- l. Veterans Administration Medical Center
- m. Durham City Fire Department
- n. Durham County Fire Departments
- o. Durham City Police Department
- p. Durham County Sheriff's Department
- q. Animal Protection Society of Durham
- r. Durham Community Emergency Response Team (CERT)

ESF 7: Evacuation and Transportation

- a. Durham City Department of Transportation
Transit Authority (DATA), Access
Traffic Incident Management System
- b. Durham Public Schools
Transportation Services Department
- c. Durham County Emergency Medical Services
- d. Durham City Police Department
- e. Durham County Sheriff's Office
- f. Durham City Fire Department
- g. Durham County Fire Departments
- h. Durham County Department of Social Services
- i. Durham County Public Health Department

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ESF 8: Health and Medical Services

- a. Durham County Emergency Medical Services
- b. Durham City Fire Department
- c. Durham County Fire Departments
- d. Durham County Public Health Department
- e. Duke Hospital
- f. Durham Regional Hospital
- g. Veterans Administration Medical Center
- h. Lincoln Community Health Department
- i. North Carolina Specialty Hospital
- j. Lennox Baker Children's Hospital
- k. Durham City Risk Management
- l. Durham Employee Wellness Clinic

ESF 9: Resource Management

- a. Durham County Manager
- b. Durham City Manager
- c. Durham Emergency Management Director
- d. Durham County Finance Department
- e. Durham City Finance Department
- f. Durham County Audit Department
- g. Durham City Audit Department
- h. Durham County Department Heads
- i. Durham City Department Heads

**ESF 10: Hazardous Materials / Weapons of Mass Destruction /
Biological – Chemical Incidents / Terrorism**

- a. Durham Local Emergency Planning Committee (LEPC)
- b. Durham City Fire Department
Hazardous Materials Team
- c. Durham County Sheriff's Office
Hazardous Devices Unit (HDU)
- d. Durham City Police Department
Biological, Chemical, Emergency Response Team
(BCERT)
- e. Durham City Water Management
- f. Durham County Engineering
- g. Durham County Public Health Department

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ESF 11: Agriculture and Animal Services

- a. Durham County Sheriff's Office, Animal Services
- b. Animal Protection Society of Durham
- c. Triangle Pet Emergency Treatment Services (TPETS)
- d. NC Cooperative Extension – Durham County Center
- e. Durham County Animal Response Team (DCART)
- f. NC Division of Forest Resources – Durham County
 Forest Protection Program

ESF 12: Damage Assessment and Recovery

- a. Durham County Manager
- b. Durham City Manager
- c. Durham Emergency Management Director
- d. Durham County Tax Administrator
- e. Durham County Finance Director
- f. Durham City Finance Department
- g. Durham City Audit Services
- h. Durham County Audit Services
- i. Durham City / County Inspections
- j. Durham City / County Planning
- k. Durham City / County Geographical Information Services
- l. Durham City Parks and Recreation
- m. NC Cooperative Extension – Durham County Center
- n. NC Division of Forest Resources – Durham County
 Forest Protection Program
- o. Durham County Fire Marshal's Office
- p. Durham City Fire Marshal
- q. Durham Fire Department Radiation Officer
- r. Durham Community Emergency Response Teams (CERT)

ESF 13: Law Enforcement

- a. Durham City Police
- b. Durham County Sheriff's Office
- c. Duke University Police
- d. North Carolina Central University Police

V. DIRECTION AND CONTROL

Direction and control of emergency activities rest with the heads of each element of the emergency response or recovery forces and will be in accordance with the ICS. The elected officials are ultimately responsible for all activities. In some situations, direction and control may be transferred to state or federal authorities. When the EOC is activated, direction and control activities will be coordinated from the EOC.

VI. CONTINUITY OF OPERATIONS

The possibility that the occurrence of an emergency or disaster could result in disruption of government functions necessitates that all levels of local government and their departments and divisions develop and maintain procedures to provide continuity of government operations. These procedures will name who will be the decision makers if elected officials or department heads are not available.

The documentation of continuity of operations for city government, county government or department operations should include:

1. Succession of leadership,
2. Backup personnel,
3. Alternate or emergency sites,
4. Preservation of records, files and documents,
5. Operations recovery checklist,
6. Emergency call list, both internal and external.

Continuity of operations plans will function in conjunction with emergency operations plans at the departmental level and in support of the Durham / Durham County Emergency Operations Plan.

VII. PLAN DEVELOPMENT AND MAINTENANCE

- A. Each agency identified in the EOP is responsible for developing Standard Operating Procedures / Guidelines for their agency that supports this plan.
- B. Agencies tasked in this EOP are responsible for providing copies of any mutual-aid agreements to the Emergency Management Division.

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- C. This plan will be reviewed and updated by the Durham Emergency Management Division on an “as needed” basis, not to exceed a period of one (1) year.
- D. This EOP, in part or in whole, will be exercised annually to ensure the readiness of those tasked in the plan and the effectiveness of the plan itself. Each emergency response agency located within the County of Durham will actively participate in training, pre-planning, and exercises.

VIII. AUTHORITIES AND REFERENCES

A. Federal

- 1. Robert T. Stafford Disaster Relief and Emergency Assistance Act, United States Code Title 42 Chapter 68
- 2. National Response Framework, January 2008
- 3. Superfund Amendments and Reauthorization Act (SARA) of 1986, Title III
- 4. Occupation Safety and Health Administration, 1910.120, Hazardous Waste Operations and Emergency Response
- 5. National Fire Protection Association 1500, Occupational Health and Safety Programs
- 6. National Fire Protection Association 1561, Standards on Emergency Services and Incident Management System
- 7. National Fire Protection Association 1600, Standard on Disaster / Emergency Management and Business Continuity Programs
- 8. Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308
- 9. National Incident Management System
- 10. Homeland Security Act of 2002
- 11. Presidential Directive 39
- 12. Homeland Security Presidential Directive 3
- 13. Homeland Security Presidential Directive 5

B. State

- 1. North Carolina General Statute (NCGS), Chapter 166A
- 2. State of North Carolina Executive Order #39, Implementation of the NC Emergency Operations Plan
- 3. State of North Carolina Executive Order #40, NC Emergency Response Commission

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4. State of North Carolina Executive Order #84, NC Emergency Response Commission
5. North Carolina General Statute (NCGS), Article 36A of Chapter 14
6. North Carolina General Statute (NCGS), Section 15A – 285
7. North Carolina Emergency Operations Plan
8. North Carolina Statewide Emergency Management Mutual Aid and Assistance Agreement
9. North Carolina Emergency Response Commission, Resolution Number 13

C. Local

1. Durham / Durham County Emergency Management Ordinance
2. Letter of Agreement between the City and County of Durham and American Red Cross
3. Statement of Understanding between the American Red Cross and the Durham Public Schools.
4. Statement of Understanding between the County of Durham and the Durham Public Schools.
5. Durham Incident Management System
6. Durham County Continuity of Operations Plan
7. City of Durham Continuity of Operations Plan
8. Durham Local Emergency Planning Committee

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